An aerial photograph of the York Central development, showing a large, curved urban area with a mix of residential and commercial buildings, surrounded by greenery and a river. The image is overlaid with a semi-transparent orange filter.

YORK CENTRAL

DESIGN AND ACCESS STATEMENT

YCL-ALM-ZZ-XX-RP-AX-0002

August 2018

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FOREWORD

This Design and Access Statement (DAS) has been prepared by Allies and Morrison on behalf of Homes England and Network Rail 'the Applicant' in support of an Outline Planning Application (OPA) for a comprehensive redevelopment of the York Central site.

The site offers the opportunity to create a series of new City Centre residential and business neighbourhoods including a high quality commercial quarter with improved access to the city's railway station. The National Railway Museum is the main cultural focus of York Central and will play a central role in the regeneration of the site, as new buildings will complement and enhance the existing heritage assets, and create a significant new public building for the city of York.

Thank you for taking the time to read about the Proposed Development of York Central.

The foreword explains:

- Why the Proposed Development is being advanced
- The relationship with the City of York Local Plan
- The process of community engagement

York Central Site

York Central has an important role to play in delivering a significant proportion of the overall growth of the city as set out in the emerging Local Plan. The site has been designated as a 'Housing Zone' and has also been awarded 'Enterprise Zone' status which offers commercial occupiers significant incentives.

Why the proposed development is being advanced

Located on one of the largest brownfield sites in the UK, York Central includes opportunities for a new office quarter, new residential neighbourhoods, an expanded and enhanced Railway Museum, improvements to the railway station, including a network of vibrant public squares with routes linking to surrounding neighbourhoods and the City Centre.

Relationship with the Local Plan

City of York Council recently submitted the draft Local Plan (May 2018) to the Secretary of State for examination. The policy SS4 refers to the York Central allocation site having capacity for between 1,700 and 2,500 new homes and 100,000 square metres of commercial floorspace. The plan recognises the significance and importance of York Central in the future growth of the city, and the region.

Community involvement

Our community engagement work is a process which has run the length of the York Central project and which will be ongoing following the submission of the York Central Outline Planning Application.

We have used the BRE (Building Research Establishment) Excellence Framework to shape conversations about how we could make York Central a great place to live and work and sought views on the emerging proposals for York Central through a range of events and exhibitions. The feedback has been analysed in detail and has fed into the masterplan throughout its development.

A full and detailed discussion of the community engagement process can be found in the Statement of Community Involvement.

Outline Planning Application York Central masterplan

The Design and Access Statement (DAS) forms part of a suite of documents which will form the Outline Planning Application for the York Central site. Hereafter, the application shall be referred to as the 'OPA'. An outline application does not seek permission for the detailed elements of the Proposed Development, but establishes the principles through which in future more detailed Reserved Matters Applications (RMAs) will be considered, in terms of both the general scale of development and the land uses considered appropriate.

In order to do this, the OPA sets out parameters for the layout, scale, access, appearance, and landscaping of any future proposed development in a set of control documents: Design Guide, Parameter Plans and Development Specification.

The control documents are intended to help stakeholders to understand what sort of development the OPA might allow to come forward. To demonstrate these principles we have developed a scheme which is 'illustrative' of what could be built based on the parameters set by the control documents. This is referred to throughout the application documents as the 'Illustrative Scheme'.

What happens next?

The City of York Council will formally consult on the proposals for a period of no less than 30 days, during which period, interested parties have the opportunity to make any representations that they may wish to make.

If you have any questions about the applications that have been made, or wish to make a representation on the proposals, please direct these in the first instance to the CYC case officer dealing with the application.

**Application for Outline
Planning Consent**

**Application
Forms**

Drawings for
information

Parameter plans
for approval

**Application
Drawings**

**Development
Specification**

**Design
Guidelines**

Documents submitted

**Planning
Statement**

**Design
and Access
Statement**

**Environmental
Impact
Assessment**

**Transport
Assessment**

**Additional
supporting
documents**

THE PURPOSE OF THE DESIGN AND ACCESS STATEMENT (DAS)

The Design and Access Statement, hereafter DAS describes the design intent of the proposed Development and outlines the thinking that has guided the evolution development of the proposals. It describes the context in which the project has evolved and why this application is being made now. It explains the key design decisions in relation to townscape considerations and placemaking concepts. The DAS explains how the Proposed Development integrates and responds to the different possible uses and users of York Central.

The DAS includes a detailed explanation of the suite of documents that form this application including the 'Parameter Plans', 'Design Guide' and 'Development Specification'. These documents establish a set of rules to govern the future development of the Site. These rules have been set to respect a number of key principles which have originated from analysis of the Site and its surrounding context; principles that we believe are critical to creating a successful piece of city and which describe the essential place making and townscape principles which the Masterplan puts into play.

The rules that these documents generate will be discussed in terms of use, amount, scale, layout and appearance in accordance with national guidance.

The Masterplan is demonstrated with reference to an 'Illustrative Scheme' which conforms to the design guide and parameter plans submitted as part of this application. The Illustrative Scheme is not a design template; it represents one possible way the principles described by the Masterplan and Design Guide could be applied, to create a vibrant and sustainable piece of city.

This DAS has been prepared in accordance with Article 9 of The Town and Country Planning (Development Management Procedure) (England) Order 2015. Its content and scope is in line with CABI guidelines for Design and Access Statements.

DESCRIPTION OF THE DEVELOPMENT

The OPA with all matters reserved is sought for the re-development of the York Central site to provide a mixed-use development, with up to 367,580 m² (Gross External Area (GEA)) of floorspace comprising:

- Up to 2,500 homes within Use Class C3;
- Up to 87,693 m² (Gross External Area(GEA)) Use Class B1a/B1b;
- Up to 11,991 m² Retail and leisure floorspace within Use Classes A1-A5 or D2;
- Hotels with up to 400 bedrooms (Use Class C1);
- Up to 12,120 m² (Use Class D1) for Expansion of the National Railway Museum and provision of community uses, with:
- Provision of new public open space;
- Associated car parking provision (including delivery of multi-storey car parking buildings);
- Construction of a new western station access, drop off and concourse for York Railway Station;
- A new site access at Water End;
- Associated vehicular, rail, cycle and pedestrian access routes and improvements;
- Demolition and alterations to existing buildings and structures and removal of some existing railway lines and tracks; and
- Infrastructure and engineering works, associated with the proposed Development.

Construction of the proposed Development is due to commence immediately following the grant of the planning permission and is anticipated to be fully operational in 2033.

DESIGN GUIDE

The OPA for the York Central site includes a Design Guide. The purpose of the Design Guide is to establish a robust framework for the Application Site that encourages quality of design which will be reflected in future Reserved Matters Applications (RMAs). The Design Guide is intended to provide guidance to developers, architects and other designers in developing detail schemes for York Central.

These guidelines have been developed following a comprehensive process of community engagement and consultation with the CYC, Historic England and other stake holders.

Included in the document are diagrams and reference images intended to help demonstrate the design intent discussed. All such references are provided for illustrative purposes only.

The document includes mandatory codes which are set out in bold and must be adhered to for RMAs. It also includes advisory guidelines which are supporting and aspirational. These guidelines should be considered as part of the application process and should be adhered to where practicable.

These codes and guidelines relate to key aspects of the site and context; Townscape considerations; Character Areas; Streets; building typologies; and principles of place making. Alongside other aspects of the planning and design process, these will help inform the overall quality and character of the future development of the York Central Site.

PARAMETER PLANS

The Design Guide and Parameters Plans work in combination to determine the Maximum Developable Extents (MDEs) on the York Central site. These limits are intended to allow flexibility for any future RMAs and to preserve the considerations that have emerged in the course of the pre-application and engagement process. The Parameter Plans determine the maximum heights, massing, levels, uses and the distribution of development possible across the site. They also set out the minimum open space area that must be delivered and the buildings of the site that shall be retained or demolished.

YC - PP 001 Existing Site Plan

YC - PP 002 Demolition

YC-PP 003 Demolition-Enlarged Extract

YC-PP 004 New Railway Additions

YC-PP 005 Development Zones – Above Ground

YC-PP 006 Access and Circulation Routes

YC-PP 007 Development Zones Ground Level Uses

YC-PP 008 Development Zones Upper Floor Uses

YC-PP 009 Development Zones Below Ground

YC-PP 010 Development Zones and Maximum Heights

YC-PP 011 Proposed Site Levels

YC-PP 012 Open Space Areas

In addition to the Parameter Plans the following drawings have been generated for information purposes.

YC - IL 100 Illustrative Masterplan

YC - IP 001 Existing Structures

YC - IP 002 Retained Buildings

YC - IP 003 Existing Site Levels

YC - IP 004 Topographic Survey

YC - IP 005 Operational Rail Boundary

YC - IP 120 Illustrative Phase 01

YC - IP 121 Illustrative Phase 02

YC - IP 122 Illustrative Phase 03

YC - IP 123 Illustrative Phase 04

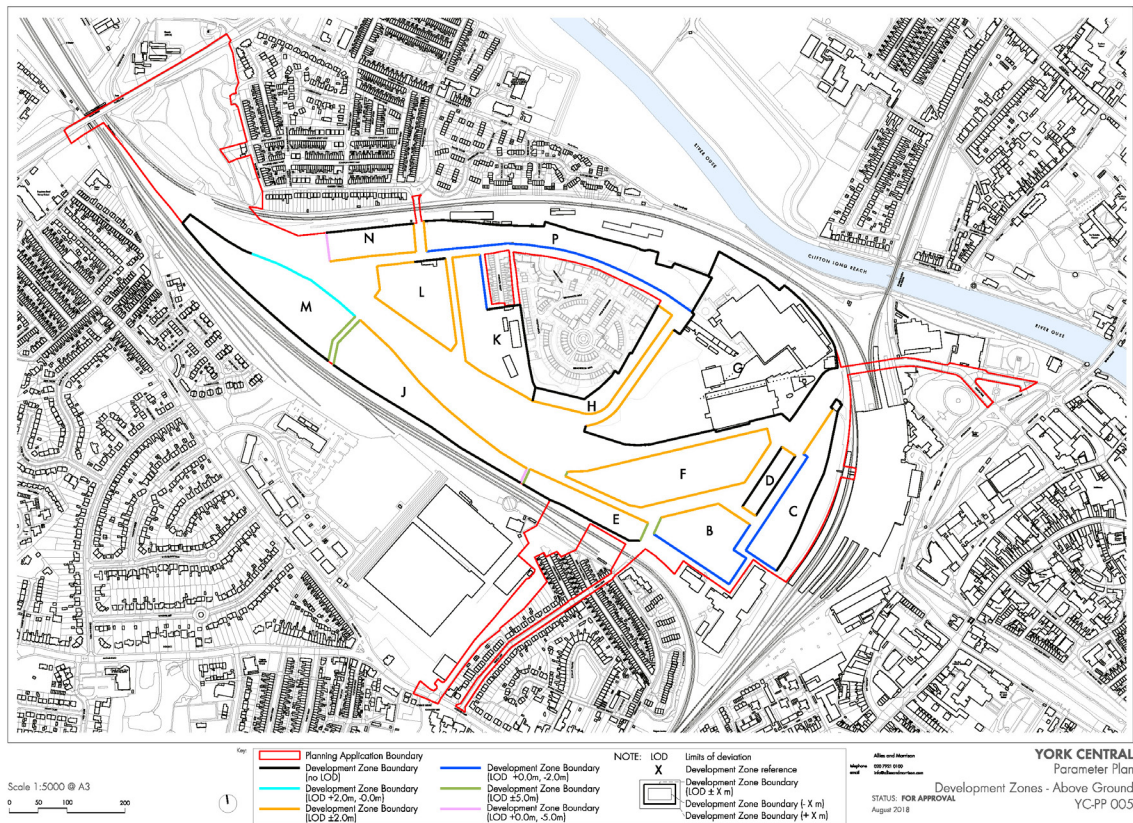


Fig.01 The York Central Parameters Plans are a suite of documents which make up part of the control documents for any Reserved Matters Application on the York Central site

1 INTRODUCTION

The redevelopment of York Central is being brought forward by the York Central Partnership, a collaboration between the City of York Council, Network Rail, the National Railway Museum and Homes England. The applicant is Network Rail and Homes England.

Located on one of the largest brownfield sites in the UK, York Central includes opportunities for a new office quarter, new residential communities, an expanded and enhanced Railway Museum, improved access to the railway station and a network of vibrant public spaces with routes linking York Central to surrounding neighbourhoods and the city centre.



1.1 VISION FOR THE SITE

York Central is one of the UK's leading locations as being of major importance for the future of the city.

York Central provides a transformational opportunity to realise the significant ambition for housing growth in York. York Central's location in the heart of the city and its proximity to the Railway Station will deliver a well-connected and sustainable neighbourhood accessible to all. Drawing on its railway heritage, it will be a place full of life and vitality, delivering a vibrant future for the city, providing homes and jobs for the people of York.

York Central is one of the UK's largest brownfield sites and has long been recognised as being of major importance on a local and national level.

York Central provides a transformational opportunity to realise the significant ambition for economic and housing growth in York. York Central's excellent location in the heart of the city and next to York Railway Station will deliver a well-connected and sustainable neighbourhood accessible to all. Drawing on its railway heritage, it will be a place full of life and vitality, delivering a vibrant new part of the city, providing homes and jobs for the people of York.

The buildings and spaces at York Central will be high quality and complement the historic setting and fantastic connections to the city centre and railway network. Homes will range from first homes to those for families and for older people, suitable for all stages of life and affordable to all.

Businesses will benefit from a range of innovative and flexible workspaces for growing local companies and start-ups, as well as providing the capacity and quality of space to make York a landmark business destination and attract national and international businesses around York's growing industry strengths, such as in rail, insurance and digital. York Central will enable business growth and attract inward investment to create good quality jobs for the people of York. It will be a hub and catalyst for creativity and innovation.

The National Railway Museum will be the cultural heart of York Central. It has an exciting and ambitious emerging Masterplan to tell the epic stories of the impact of railways on the world. The Museum will contribute to York's tourist industry with significant growth in visitor numbers discovering its world-class collection with a new Central Gallery showcasing the latest innovations from the modern railway industry.

A lively public square will be at the heart of the new community and will create a bold sense of arrival for residents, visitors and workers alike. Extensive public spaces and a wonderful public park for formal and informal cultural events will be available for community interaction, play and recreation.

High-quality digital and physical infrastructure will be provided from the outset, encouraging low carbon living and providing the flexibility needed for sustainable energy solutions fit for the 21st

century, building in low running costs through high efficiency standards.

York Central will prioritise pedestrians and cyclists with excellent public transport, creating convenient and safe pedestrian and cycle access through the site to the city centre, railway station and surrounding communities and linking into city-wide footpaths and cycle ways, to enjoy the wider York environment.



Fig.02 York Central site



1.2 REGIONAL CONTEXT

York is a major cultural, academic and economic centre of the north of England. York has some of the highest skill levels of any northern city. It is home to two universities and world-class research and training facilities, such as the National Agri-food Innovation Campus, Nestlé's Product Technology Centre and Network Rail's Workforce Development Centre. The City Vision 2030 aims to "secure the future of York as a prosperous, progressive, and sustainable city, giving the highest priority to the wellbeing of its residents, whilst protecting the fabric and culture of this world-famous historic city".

1.2.1 Economic strategy

York Economic Strategy 2016 -20 Choosing a Better Story (2016) sets out an economic vision for York and focuses on eight essential objectives to address key challenges in the city: deliver the York Central Enterprise Zone; deliver a Local Plan that supports a high value economy; take practical steps to develop and retain talent in the city; drive university and research-led business growth in key sectors; lobby for investment in key transport networks; use local business rate freedoms to drive high value growth; make a fresh loud statement on cultural and visual identity; and bring people and businesses together in creative low-cost ways. It outlines a shared view across York businesses, higher and further education and skills providers, alongside key challenges and opportunities for the future and a prioritised action-based approach for the city.

York is also a member of the Leeds City Region LEP Economic Plan. The plan provides a strategy for the wider region and sets out York's role within it, to help to build a legacy of lasting prosperity and future business success across the region.

1.2.2 Climate Change Action Plan

The Council's Climate Change Framework and Action Plan (2010) sets out the overarching ambition of York to accelerate actions to reduce carbon emissions across the city. It illustrates the actions already on-going across York and highlights the key areas the city needs to begin to drive forward in order to eventually reach the ambitious targets of a 40% reduction in carbon dioxide emissions by 2020 and the national Climate Change Act (2008) 80% reduction in carbon dioxide emissions by 2050. The Framework is to be used by organisations across the city, to focus and drive forward coordinated action to tackle climate change it aims to tackle key areas including sustainable homes; sustainable buildings; sustainable energy; sustainable waste management; sustainable transport; sustainable low carbon economy; sustainable planning and land use.

York is also part of the One Planet Council framework which sets out principles to foster a vibrant, diverse and fair local economy that is able to respond to the changing social and economic debate; significantly reduce our environmental footprint; protect and enhance our natural and built

environment; and improve the health, wellbeing and happiness of our residents.

1.2.3 Geographical location and transport

York is a key hub on the UK's existing rail network, it has fast rail connectivity to London, the North East and Edinburgh. The city is one of six Local Authorities in the wider region that experiences a net inward flow of trips to work. The vast majority of commuting trips are within York and that York is a net importer of journeys to work, principally from the East Riding of Yorkshire, and the southernmost districts in North Yorkshire (Selby and Ryedale). There is also a significant outward commute to Leeds. The city is surrounded by a large rural hinterland with dispersed population centres. Sustainable means of travel is a key challenge for the city and surrounding area. There is a dominance of private car use, often at the expense of other modes.

There is strong support for improving rail services as part of wider public transport improvements in the city, with York taking advantage of the Intercity Express programme and HS2 and Northern Powerhouse Rail. York also has a share in the 20 year transport investment programme through the York, North Yorkshire and East Riding Growth Deal in relation to improve the existing transport network to support growth. The Growth Deal will bring together local, national and private funding as well as new freedoms and flexibilities to focus on four key priority areas, one of which is to ensure the existing transport network promotes growth and low carbon goals.

York sits within the West Yorkshire Combined Authority (WYCA) which aims to provide a framework for a modern, integrated transport system for the West Yorkshire and Leeds City Region.

1.2.4 HS2

HS2 will be a new high-speed rail network that connects York to London, Birmingham, and Leeds. An integrated high-speed hub is central to York's vision for increasing wages and improving career prospects by attracting and nurturing high-value businesses. York will be connected to the HS2 network as part of Phase 2b.

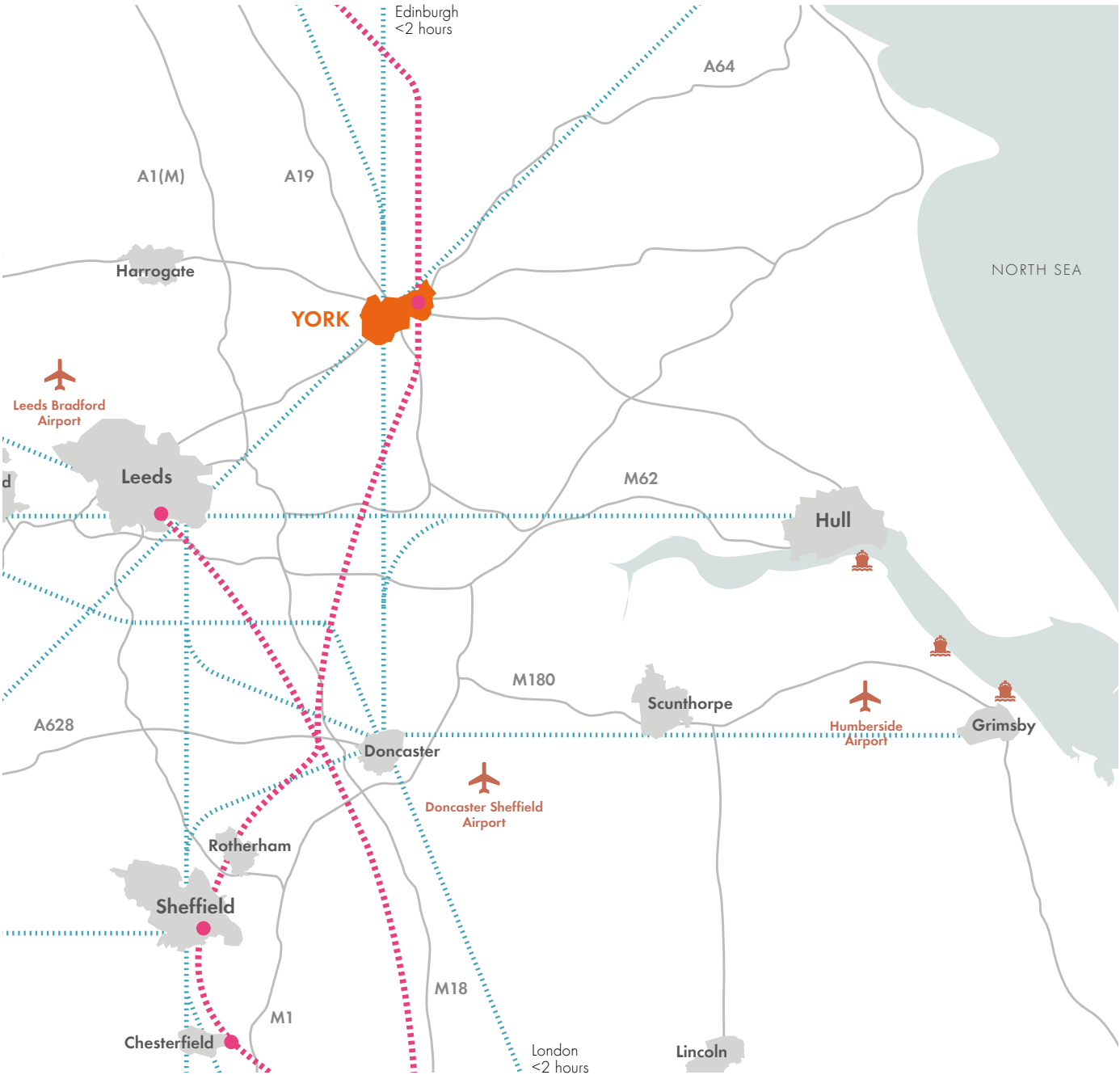


Fig.03 York Central site

- Red dashed line: HS2 route
- Blue dotted line: Rail network

1.3 SITE LOCATION

York Central has been identified in the emerging local plan as a new piece of the city; with exemplar mixed-use development including a world class urban quarter forming part of the city centre. This will include; a new central business district, expanded and new cultural and visitor facilities, residential uses and a new vibrant residential community.

The York Central site is located in the Urban West area of the city, predominantly in the Holgate Ward, and partly in the Micklegate Ward and directly adjacent to the centre of York. The site covers a large expanse of brownfield land, much of which was formerly used for railway operations, to the west of York Railway Station.

The site is formed by a distinctive 'teardrop' shape, bound by the East Coast Main Line (ECML) to the north, the City Walls to the east, and the Freight Avoiding Lines (FAL) to the south. Beyond the rail lines, a number of key roads serve the site. These include Queen Street to the east, the A59 Holgate Road to the south, and Water End to the west.

Leeman Road provides a road link through the northern section of the site. Further to the north is the River Ouse and the Holgate Beck exists to the west.

The site is situated to the south of the River Ouse corridor. Holgate Beck crosses the site and runs across Millennium Green, with Freight Avoiding Lines and a culvert located under the site.

The York Central site is located in close proximity to York City Centre, near to the walled medieval city, York Minster Cathedral and The Shambles.

York Station is located at the east of the site and the National Railway Museum at the north-east of the site.

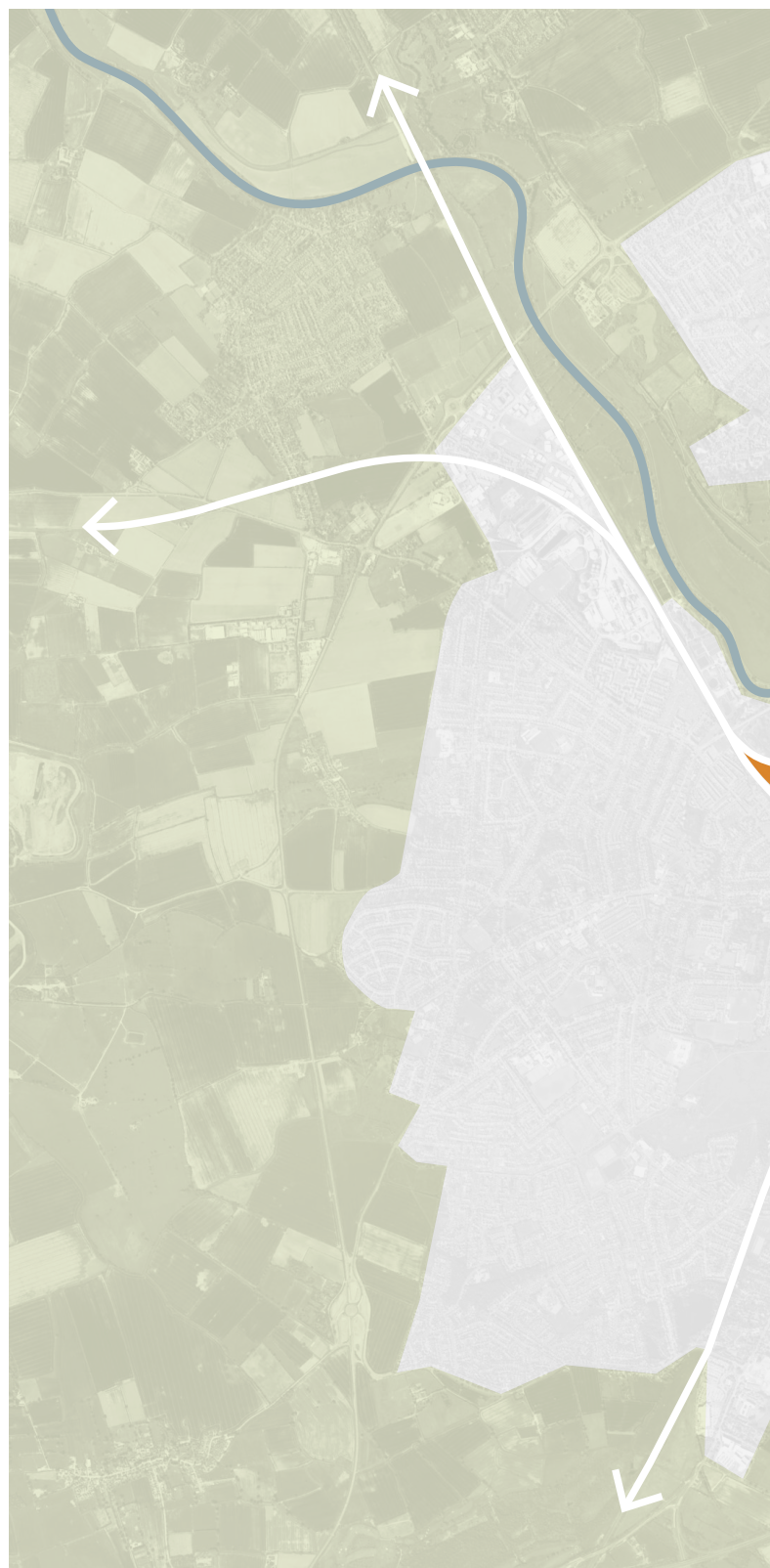
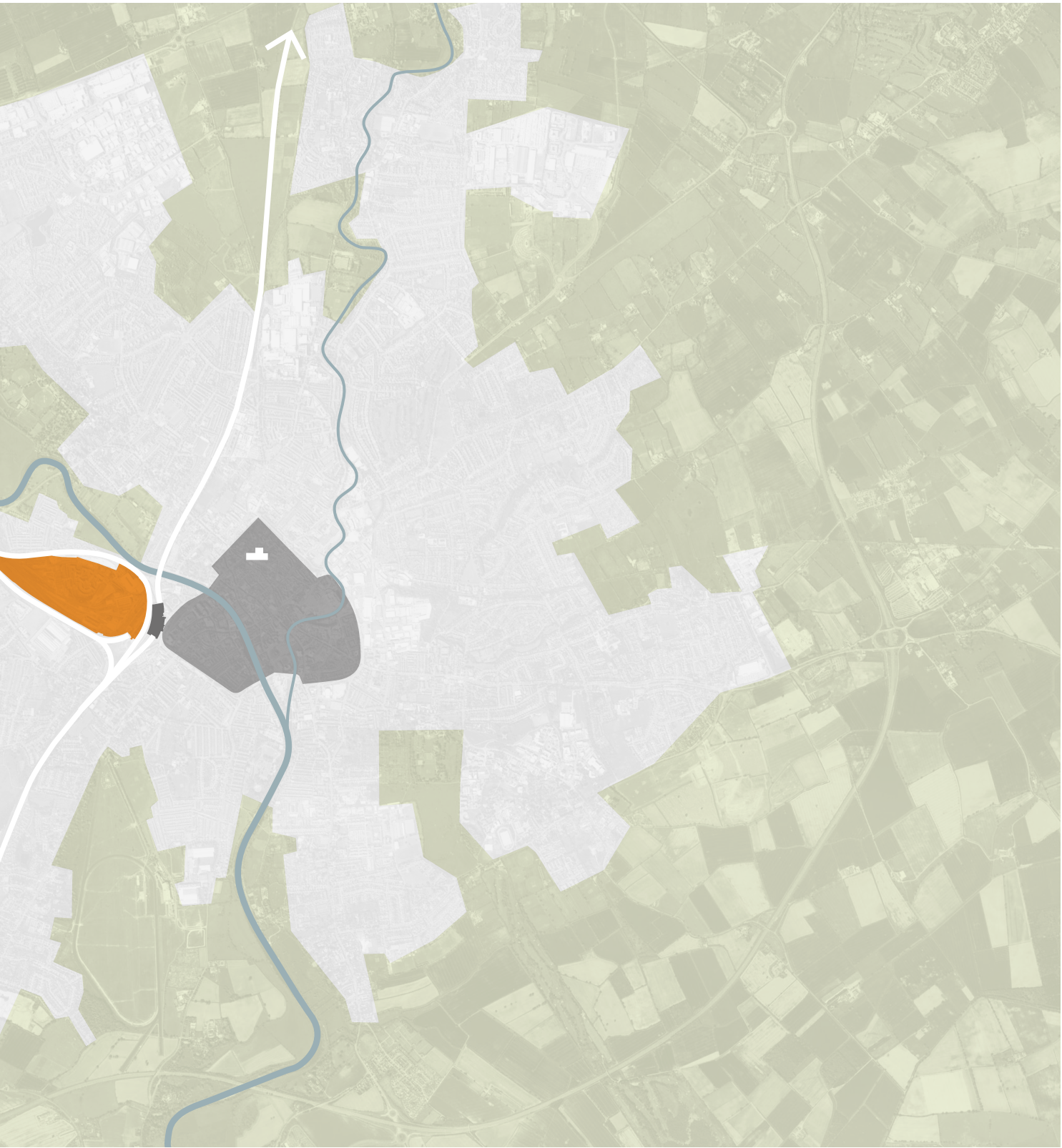


Fig.04 York Central site



1.4 PLANNING POLICY CONTEXT

York Central has been included in several preceding drafts of the emerging Local Plan, most recently the City of York Local Plan Preferred Sites Consultation document (July 2016). In parallel with the evolving site allocation in the Local Plan, York Central Partnership (YCP) has progressed a series of masterplanning and technical exercises to help inform the planning policy position and to establish a foundation for more detailed design proposals for the site. York Central has been identified as a regional development priority, identified as a Growth Zone in the Leeds City Region Strategic Economic Plan and the emerging York Local Plan. The site will play an important role in accommodating local brownfield housing growth, as well as growing, diversifying and strengthening the regional and local economy through its commercial offer.

The site benefits from designation as a Housing Zone, awarded in March 2015, which will play an important role, alongside other identified public funding streams, in de-risking and accelerating growth on the site.

Enterprise Zone status has been also been awarded with support from CYC, North Yorkshire and East Yorkshire Local Enterprise Partnership (LEP) to help accelerate delivery. This will allow the retention of business rates with the future income stream contributing to funding upfront primary infrastructure works to build confidence and enable future investment from the developer/investor/occupier markets.

1.4.1 Planning Policy Framework

Section 38(6) of the Planning and Compulsory Purchase Act 2004 and section 70(2) of the Town and Country Planning Act 1990 require that applications for planning permission are determined in accordance with the development plan unless material considerations indicate otherwise. The NPPF (published July 2018) reconfirms the statutory requirement set out in Section 38(6) relating to the determination of planning applications and also confirms that the NPPF must be taken into account as a material planning consideration in planning decisions (paragraphs 2 and 212).

NPPF Presumption in Favour of Sustainable Development

Paragraph 7 of the NPPF confirms that the purpose of the planning system is to contribute to the achievement of sustainable development. Paragraph 8 goes on to confirm that the planning system has three overarching objectives to achieve sustainable development, with paragraph 9 recognising that these objectives should guide sustainable solutions taking into account local circumstances.

The NPPF defines the economic objective as to help build a strong, responsive and competitive economy, by ensuring that sufficient land of the right types is available in the right places and at the right time to support growth, innovation and improved productivity; and by identifying and coordinating the provision of infrastructure.

The NPPF defines the social objective as to support strong, vibrant and healthy communities, by ensuring that a sufficient number and range of homes can be provided to meet the needs of present and future generations; and by fostering a well-designed and safe built environment, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being.

The NPPF defines the environmental objective as to contribute to protecting and enhancing our natural, built and historic environment; including making effective use of land, helping to improve biodiversity, using natural resources prudently, minimising waste and pollution, and mitigating and adapting to climate change, including moving to a low carbon economy.

1.4.2 The Development Plan

York does not have an adopted local plan and the site is not included within a neighbourhood plan or spatial development strategy. As a result the existing "development plan" for York is made up of two policies which are saved (February 2013) from the revoked Yorkshire and Humber Regional Spatial Strategy (2008). Saved Policy YH9 C addresses green belt and is not relevant whilst YC1 C (2) is relevant to both the Site's location and has influenced the parameters upon which this scheme

has progressed and is set out below:

YC1 C 2 Protect and enhance the nationally significant historical and environmental character of York, including its historic setting, views of the Minster and important open areas’.

1.4.3 NPPF and the emerging Local Plan

The Council is in the process of promoting a local plan, which has been submitted to the Secretary of State for examination. The City of York Local Plan Publication Draft 2018 (Regulation 19 Consultation including Schedule of Minor Modifications) (the ‘emerging Local Plan (2018)’) was submitted to the Planning Inspectorate for independent examination on 25 May 2018, and is therefore at a relatively advanced stage of preparation. Having regard to Paragraph 48 of the NPPF, the emerging Local Plan (2018) is a material consideration and should be given material weight in the determination of this application.

For further commentary on the status of the “development plan” please see the Planning Statement.

1.4.4 NPPF 2018

The NPPF is a material consideration in the decision making process for this application and has 13 key themes running throughout the document, those of relevance to this site and the proposed development are set out below:

- Delivering a sufficient supply of homes
- Building a strong, competitive economy
- Ensuring the vitality of town centres
- Promoting healthy and safe communities
- Making effective use of land
- Achieving well-designed places
- Meeting the challenge of climate change, flooding and coastal change
- Conserving and enhancing the natural environment
- Conserving and enhancing the historic environment

All of which aim to achieve sustainable development by responding to economic, social and environmental objectives as set out in the NPPF, each of which are discussed in detail within the Planning Statement.

1.4.5 Draft Site Allocation

As previously set out, the Council submitted its emerging Local Plan 2018 on 25 May 2018 (The City of York Local Plan Publication Draft February 2018 (Regulation 19 Consultation, including Schedule of Minor Modifications) (the ‘emerging Local Plan (2018)’)). As part of the Local Plan submission the Site is included within an allocation for a mixed use development (Policy SS4 York Central), including up to 100,000 m² of office space and up to 2,500 residential units.

Policy SS3 (York City Centre) provides the overarching vision for the City Centre, identifying York City Centre as being a priority area for a range of employment uses and is fundamental to delivering the economic vision of the emerging Local Plan (2018). A wide range of Town Centre uses (retail, office, leisure, residential and community uses) are considered acceptable with York City Centre to add to the vitality, character and future economic success of the wider city.

Policy SS4 of the emerging Local Plan (2018) provides the overarching framework for delivery of York Central (allocation ST5). It should be noted that the allocation for ST5 is more extensive than the area included in this application, also comprising York Railway Station and land to the east and north of the Railway Station

As recognised in Policy SS4 (York Central) York Central will create ‘a new piece of the city, with exemplar mixed-use development including a world class urban quarter forming part of the city centre’. Importantly, policy SS4 also sets the ‘principles of development’ for the Site, including ‘v. create a distinctive new place of outstanding quality and design which complements the existing historic urban fabric of the city and respects those elements which contribute to the distinctive historic character of the city assimilates into its setting

and surrounding communities'. The scheme's assessment against and adherence to this emerging policy is presented within the Planning Statement but has guided the parameters upon which this application seeks approval and the design iteration set out within this document.

Policy EC1 reinforces York Central as being an appropriate location for employment development, confirming its suitability for 100,000m2 Office B1a.

Policy R3 identifies that ancillary retail at York Central will be supported in order to support the wider City centre and as part of a large strategic mixed-use site. Proposals for non-ancillary retail uses on ST5 will be subject to sequential and impact tests.

Policy T3 sets out applicable Policy for development at York Railway Station, requiring development to be cognisant of the Listed Grade II* station and its setting. Development to increase the capacity of the station, in particular for HS2 and Northern Powerhouse Rail is encouraged. T3 also supports the improvement of pedestrian and cycle access, in particular to York Central and the City Centre and consolidation of existing car parks. Policy T4 identifies the provision of a new all-purpose access road, including a new bridge over the existing railway, to serve the York Central site as a short-term priority for strategic highway network capacity improvements. Policy T6 builds on the support for York Central, supporting development in locations close to public transport interchanges and facilities subject to consideration of impacts on the facility and the character of the area.

1.4.6 NPPF Heritage Policy

This OPA is being brought forward according to the requirements of the NPPF. The full structure of the OPA for the York Central site is set out within the York Central Planning Statement.

The historic context of the city of York and the significant number of heritage buildings within the site boundary and immediate context make the heritage principles of the NPPF particularly relevant to this application.

The historic environment is understood holistically in policy terms and the legal framework for looking after it is well established. The NPPF includes the following objective as one of its twelve core planning principles, "conserve heritage assets in a manner appropriate to their significance, so that they can be enjoyed for their contribution to the quality of life of existing and future generations." (NPPF 2018, para 184, page 54).

Paragraph 187 states that, "Local planning authorities should maintain or have access to a historic environment record. This should contain up-to-date evidence about the historic environment in their area and be used to:

- a) assess the significance of heritage assets and the contribution they make to their environment; and
- b) predict the likelihood that currently unidentified heritage assets, particularly sites of historic and archaeological interest, will be discovered in the future"

Paragraph 194 states that "Any harm to, or loss of, the significance of a designated heritage asset (from its alteration or destruction, or from development within its setting) should require clear and convincing justification. Substantial harm to or loss of: a) grade II listed buildings, or grade II registered parks or gardens, should be exceptional'

For planning purposes, the NPPF definition of setting of a heritage asset is as follows: “The surroundings in which a heritage asset is experienced. Its extent is not fixed and may change as the asset and its surroundings evolve.”

Paragraph 200 indicates that “LPAs should look for opportunities for new development within Conservation Areas and World Heritage Sites, and within the setting of heritage assets, to enhance or better reveal their significance. Proposals that preserve those elements of the setting that make a positive contribution to the asset (or which better reveal its significance) should be treated favourably.’

Setting is a statutory consideration for listed buildings. The Planning (Listed Buildings and Conservation Areas) Act 1990, Sections 16(2) and 66(1) require the Secretary of State and local authorities to “have special regard to the desirability of preserving the building or its setting” in considering whether to grant LBC or planning permission. Section 72 of the Planning (Listed Buildings and Conservation Areas) Act 1990, also gives local authorities a general duty to pay special attention ‘to the desirability of preserving or enhancing the character or appearance’ of conservation areas, which may include their setting.

1.4.7 Heritage Planning practice guidance (2014)

A thorough assessment of the impact on setting needs to take into account, and be proportionate to the significance of the heritage asset under consideration and the degree to which proposed changes enhance or detract from that significance and the ability to appreciate it.

The extent and importance of setting is often expressed by reference to visual considerations. Although views of or from an asset will play an important part, the way in which we experience an asset in its setting is also influenced by other environmental factors such as noise, dust and

vibration from other land uses in the vicinity, and by our understanding of the historic relationship between places. For example, buildings that are in close proximity but are not visible from each other may have a historic/aesthetic connection that amplifies the experience of the significance of each.

The contribution that setting makes to the significance of the heritage asset does not depend on there being public rights or an ability to access or experience that setting. This will vary over time and according to circumstance.

When assessing any application for development which may affect the setting of a heritage asset, local planning authorities may need to consider the implications of cumulative change.

Local planning authorities may also need to consider the fact that developments which materially detract from the asset’s significance may also damage its economic viability now, or in the future, thereby threatening its ongoing conservation.

1.4.8 Good practice advice on the setting of heritage assets (2015)

The Historic England publication (The Setting of Heritage Assets) provides further advice on the issue of setting.

Five key steps are highlighted as follows:

- Identify which assets and settings are affected.
- Assess how much setting makes a contribution to the significance of the asset.
- Assess the effects of the proposed development on that significance.
- Explore ways of maximising enhancement and avoiding or minimising harm.
- Make decision and monitor outcomes

2 COMMUNITY ENGAGEMENT

2.1 COMMUNITY ENGAGEMENT

Hearing the views of stakeholders and the community is really important to York Central Partnership (YCP). YCP is committed to an ongoing conversation about the emerging Masterplan with local residents, workers and visitors. Our approach to engagement has been guided by key principles, developed and shaped with the help of the community, and which are vital to achieving a successful scheme.

Building on early engagement (Seeking Your Views in 2016 and Access Options in 2017), YCP developed a set of principles to form the basis of an intensive process of engagement on the evolving scheme for York Central. These principles and the engagement activities undertaken are set out in detail in the Statement of Community Involvement.

The timeline below illustrates the York Central engagement process. It illustrates the sequential and iterative process of design development and evolution of technical strategies and assessments in parallel which took place in parallel with a rich and varied process of engagement and consultation.

The four stages of engagement sought to build understanding of the proposals, explain the rationale for emerging principles or decisions, and to explain how comments were taken on board through the process. The Statement of Community Involvement documents the key activities, outcomes and findings at each stage of the process leading into the OPA. Regular meetings were held with the York Central Community Forum throughout out this process.

Stage 1: The purpose of stage 1 was to bring stakeholders up to a broadly common level of information. The team identified the engagement activities and outcomes for each group to date and

undertook a focused round of targeted activities to present the emerging approach to engagement alongside our understanding of issues and opportunities and emerging thinking on the Masterplan.

Stage 2: The purpose of stage 2 was to engage in more detail with key stakeholders about key masterplanning issues. This focused on a more developed presentation of the emerging Masterplan proposals with reference to feedback in stage 1. Stage 2 enabled early conversations around more detailed concerns in advance of the formal consultation process to build trust and a sense of ownership of the scheme.

Stage 3: Following a focused and intensive period of design work, technical studies and engagement with local people over six months, YCP identified five main objectives for the stage 3 engagement:

- Provide a clear overview of how the emerging Masterplan is evolving.
- Hear your views on the overall approach, vision and key principles.
- Understand your thoughts on more specific elements of the proposals including site access and open spaces.
- Deepen the level of involvement and understanding of the site through conversation and dialogue to enable long term community involvement in the site as it evolves.
- Enable a Masterplan that better meets the needs of the York community.

Stage 4: Stage 4 was an informal process and acted as a stepping stone between stage 3 and the submission of the OPA. It has provided an opportunity to provide feedback on the outcomes of stage 3 and the proposed updates to the Masterplan in advance of the planning application.

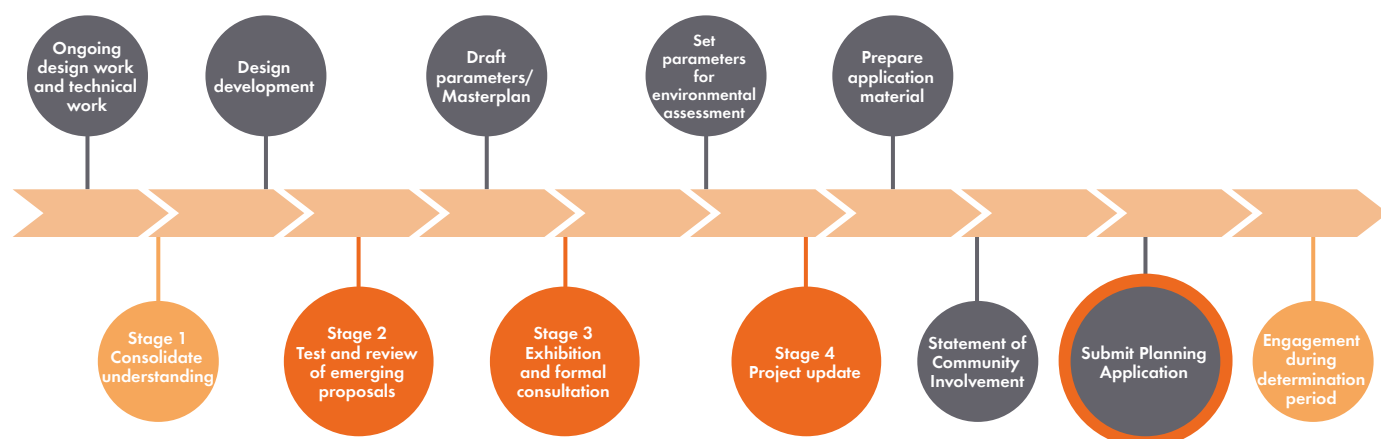


Fig.05 Timeline of Community Involvement



2.2 TECHNIQUES

A wide range of techniques have been deployed as part of the engagement process. These include pop-up events and exhibitions, one-to-one meetings, online surveys and hard copy questionnaires and workshops.

During the Stage 1 engagement process, we received feedback asking us to look at the My Castle Gateway project as a best practice example of good engagement.

As a result, YCP approached the same team (My Future York) to undertake consultation and engagement as part of the York Central project.

The team went on to create My York Central (MYC) in February 2018. MYC goes beyond conventional community consultation by enabling all those interested to become part of a sustained long-term conversation where influence comes through sharing responsibility for the area and its future.

Stage 3 was the main focus of the formal consultation on the scheme and was launched as a 6-week Festival of York Central. This combined a formal exhibition, project website and questionnaire, with an innovative sequence of events and happenings which were led by My York Central.

Feedback and outcomes of the process were reviewed on a regular basis with the client and project team. My York Central produced a series of weekly open briefing documents, as well as a summary Principles and Vision document, which were all subject to a detailed process of review and synthesis.

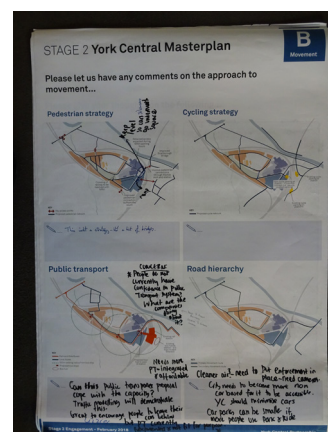
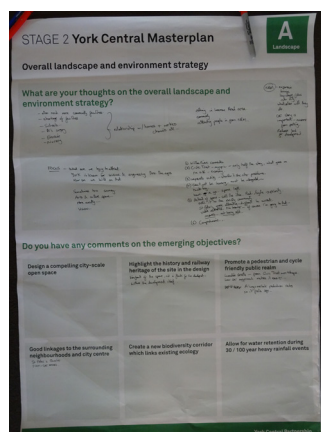
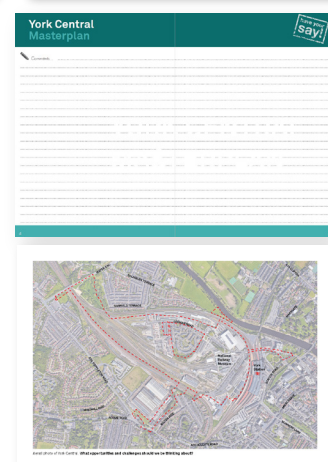
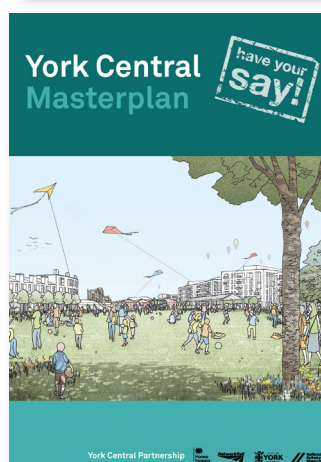
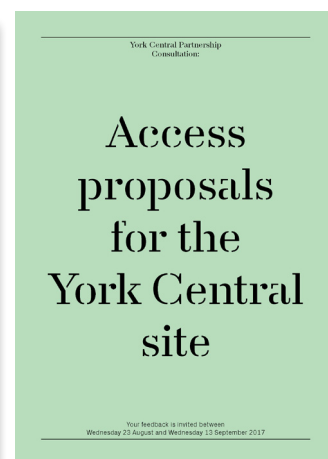


Fig.06 Photo and outcomes of Stage 2 stakeholder workshops on Movement and Landscape



"York is known for science and engineering through the ages. How can we build on that?"

12 York Central Emerging Masterplan Exhibition



Movement Key proposals

Join the conversation
"Please let us have your views about these key transport proposals."

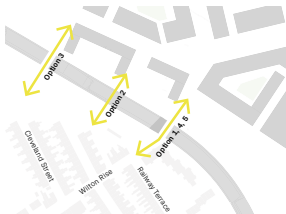


1. Western access route

This will be the main vehicular access to the York Central site as well as providing pedestrian and cycle access. Various access options were subject to consultation in summer 2017, following which YCP agreed to take forward the western access for the purpose of developing the emerging masterplan. The precise alignment of the western access route and the character of the bridge crossing over Millennium Green is subject to further detailed work and ongoing discussions with the Millennium Green trustees. As part of the proposals, there is an opportunity to enhance the natural character of the Millennium Green as a sheltered open space and a wildlife haven with a path network linking pedestrians to The Great Park.

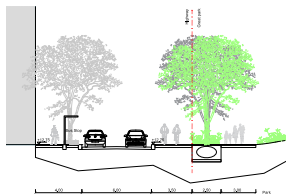
2. Marble Arch option

Currently cycles and pedestrians share the Marble Arch tunnel. Options being considered, other than do-nothing, is to allow a two-way segregated cycleway to be added in the Leeman Road tunnel, with a single lane retained for vehicles, or to retain two-way vehicle movement with cycle lanes incorporated. The former option would require traffic lights east and west of the tunnel which would allow signal-controlled movement through the tunnel in both directions. This proposal would then allow Marble Arch to be purely for pedestrians. Technical work is being undertaken to assess the effect of a bus gate that would restrict through-traffic at key times. [More information is provided on Board 13.](#)



3. Cycle / pedestrian connection to south

Options to improve cycle and pedestrian connections to the south are being explored. Access options include a new pedestrian and cycle route along Chancery Rise; upgrading Wilton Rise to allow for the increased pedestrian and cycle movements; or use the existing access via Railway Terrace. These routes could connect to a new bridge in place of the existing bridge, at the eastern or western end of the Community Garden. [More information is provided on Board 14.](#)



4. Integrating the street and the park

The western access route follows the southern edge of the park. The intention is for the street to feel like an extension of the park by integrating a pedestrian footway at the edge of the park. A two-way segregated cycle way would sit on the park side of the carriageway, alongside a normal footway on the other side of the road.

24 York Central Emerging Masterplan Exhibition



Front of the station

The proposals for the area in front of the station are part of a separate project and are shown here for information – consultation on this project will be taking place in due course.



To complement the rejuvenation of this part of the city centre, City of York Council – working with Network Rail and train operators – are developing a separate project to transform the area on the east side [front] of the station.

The York Station Frontage Improvements Project proposes to rationalise the highway network, reorganise buses, taxis and parking, and deliver improved pedestrian and cycle facilities. A new public space will be created in front of the Station which will create a more welcoming, pedestrian-orientated gateway to the city.

City of York Council is leading the design and implementation of the project to reorganise vehicle movements in front of York Station to reduce conflicts and reduce congestion.

The proposed removal of the Queen Street Bridge presents a major opportunity to use space more efficiently. Bus stops, taxis, drop off and vehicle parking will be moved away from the station front allowing a major public space to be created. This will improve connectivity of pedestrians and cyclists, as well as creating an improved setting for the City Walls. Station and other heritage buildings in this area.

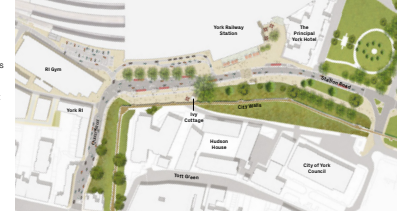
City of York Council will be running a separate consultation on the York Station Frontage Improvement project later this year. Your views on the Station Frontage project will be sought at this time.

In parallel, Network Rail and Virgin Trains East Coast are exploring opportunities to improve the portico and areas inside the station concourse. This will both complement the proposed works in front of the station and reinforce access through the station to York Central. Any improvements undertaken will not be to the detriment of existing facilities.

The future growth in the number of passengers passing through York Station is being considered, together with strategic rail capacity planning to accommodate the requirements of projects such as HS2 and Northern Powerhouse Rail. This includes reserving space for additional platforms on both sides of the station. Demands for future cycle and vehicle parking have been calculated and will be incorporated into emerging plans.

Network Rail is also working with York RI to develop proposals to improve their site.

Emerging masterplan



The transformation of the environment in front of the railway station will help to strengthen the importance of the station and unlock the potential of this area. It will create a more welcoming and pedestrian friendly gateway to the city.

"Need to consider all modes of transport, including taxis."



Fig.07 Photos from the pop-up events aimed at reaching the wider public

2.3 HOW THE FEEDBACK HAS INFORMED THE MASTERPLAN

How has public consultation feedback specifically informed the design process?

The following points highlight the key areas which have been influenced directly by the engagement process as detailed in the SCI:

1 Creating places for people

There is greater emphasis on creating more vibrant neighbourhoods and working environments through the right mix of uses and fostering varied types of public and private spaces, both outside and within buildings. The application also considers how surrounding neighbourhoods are integrated and connected.

2 Exploring the character and texture of streets and spaces

The identity of streets and spaces has become more defined across the Masterplan. The Masterplan has evolved to breakdown the feeling of larger “zones”, moving towards a clearer sense of place at a local scale.

3 Defining “Yorkness” and what it means for York Central

Picking up on messages from stage 3 and ongoing discussions with Historic England and CYC officers, the design team has defined the essential townscape characteristics of the city and considered how these elements shape the proposals.

4 Integrating the site with the city and the landscape

The application demonstrates how the proposed development relates to the setting of the historic city which rises from and dominates the low-lying Vale of York, and the setting of the wider landscape itself. This has created a more nuanced approach to the height, scale and massing of buildings.

5 Thinking in greater detail about heritage assets

Alongside discussions during the engagement process, the team has worked closely with officers and Historic England to consider how heritage assets, including archaeology are integrated in the Masterplan.

6 Embedding design quality

There was significant interest in governance and design quality. As part of the application, we have submitted a Design Guide which will set rules and guidance for a range of topics. This will be a vital tool for CYC officers and YCP to set the bar high throughout the phases of development.

7 Defining and explaining the movement hierarchy

Mixed views were received about movement. We have worked to find a balanced solution which future proofs the scheme for longer term changes in modal share. A clear hierarchy of routes has been established alongside strategies for walking, cycling, public transport and vehicles. The result is safe, attractive and sustainable network of streets and spaces which are fully integrated as part of the neighbourhoods and landscape at York Central.

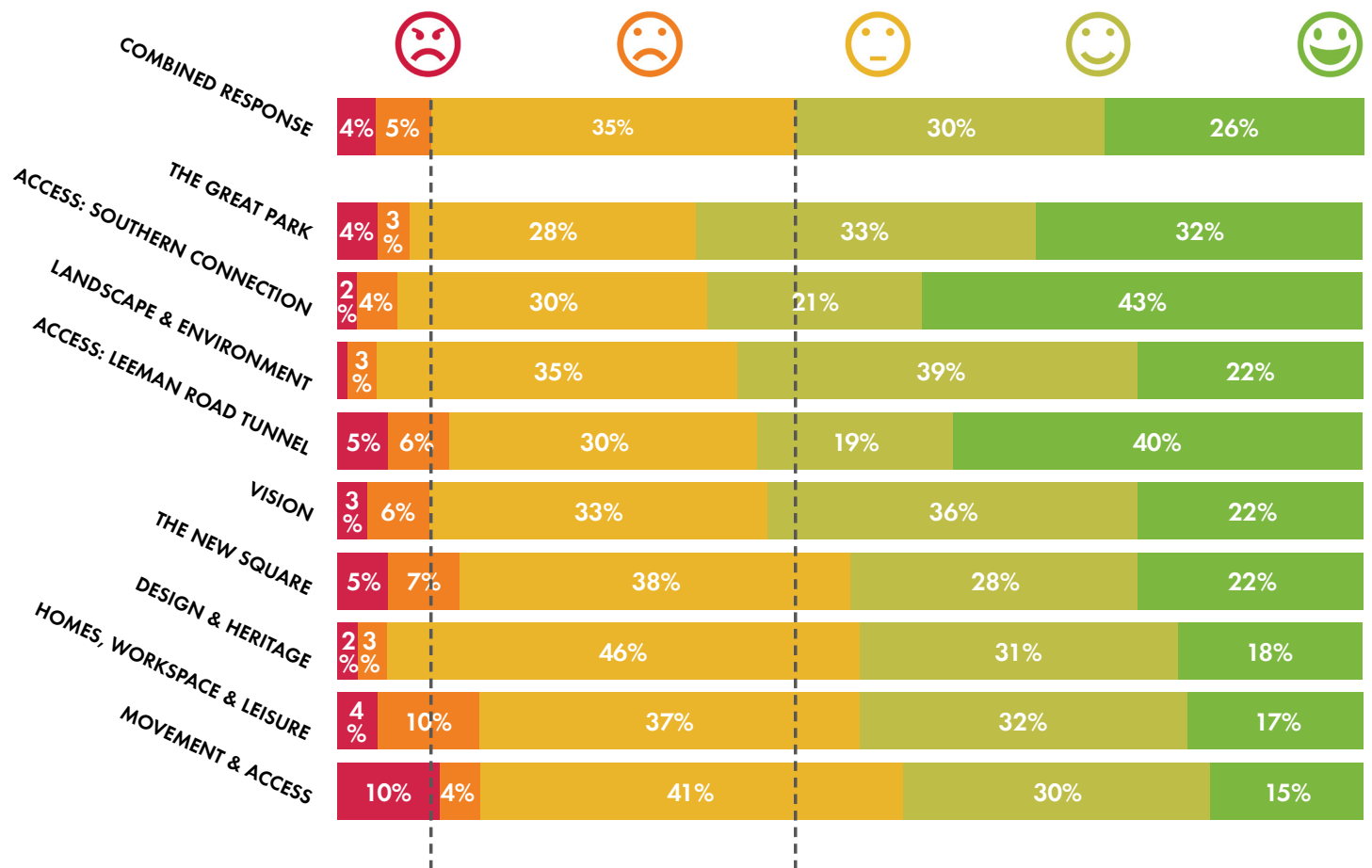


Fig.08 Graph illustrating a summary of questions which explored overall approval of the main principles and proposals for the site

3 HISTORICAL CONTEXT

York Central is a rare site - a very large expanse of brownfield land immediately adjacent to the historic core of an ancient city. Almost matching the historic core in size, the site has not been developed in the same way as other suburban areas which have been infilled and occupied as York has expanded beyond its city walls. This chapter summarises the development of the wider city of York, its changing relationship to the site of York Central, and the reasons behind the site's relative emptiness and its physical detachment from the surrounding city.

3.1 HISTORICAL DEVELOPMENT OF YORK

The City of York has a unique urban history stretching over two millennia. This section describes the historic context of the site and provides an overview of the development of York.

3.1.1 Roman York

The 9th Legion of the Roman Army established a fortress on the north-east bank of the River Ouse in AD 71 named Eboracum. In the 2nd century, a civilian settlement formed on the opposite bank of the river, known as 'colonia', and one of the most important towns at the time. The fortress was designed on a rigid grid layout with walls and four principal gates. Many of the features are still recognisable in the townscape today, such as the northern angle of the city walls and the line of Via Praetoria along Stonegate and the Via Principalis along Petergate. More than 50% of the defensive perimeter either forms or is preserved under the medieval defences.



Fig.09 Roman York: the civilian settlement lay west of the river

3.1.2 Medieval York

York continued to succeed as a northern administrative and church centre, and as a major port and trading centre (especially of wool). Many structures from this period still remain - parish churches, monasteries and priories, the Guildhall, civic and communal buildings, and the 13th century Minster. Many of these buildings were made from Magesium Limestone quarried near Tadcaster, whereas houses, shops and workhouses were built of timber, many of which survive today.



Fig.10 Medieval York

3.1.3 Tudor York

The Minster was completed at the end of the 15th century. York began to decline as the textile industry relocated to West Riding, and shipping and trade relocated to Hull. St. Michael-le-Belfry was built at this time. By the end of Henry VIII's reign, the population had halved to about 8,000, construction had stopped as the Reformation had a major impact on York's economy, abbeys and priories were sold or demolished and the number of churches reduced to 25 by 1547. The re-founding under Henry VIII of the King's 'Council of the North' (founded and re-founded periodically by a number of previous monarchs) was the catalyst for revival as lawyers and gentry entered the city. Inns, shops and entertainment prospered as the city developed during Elizabeth's reign into a regional administrative and social centre.

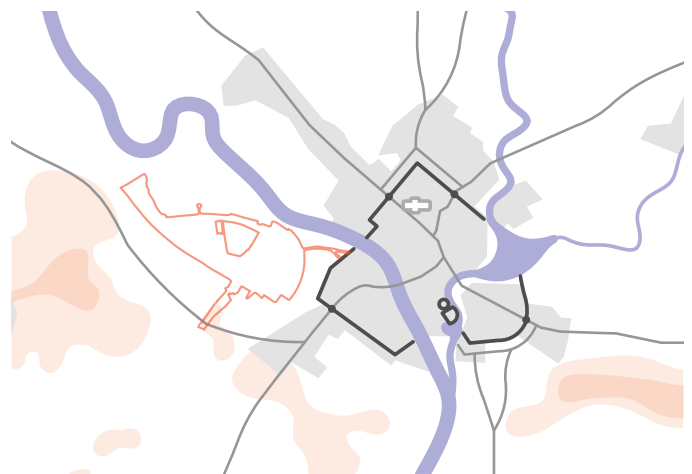


Fig.11 York in the 1700s

3.1.4 17th Century York

Charles I set up his court in the city for five months during the Civil War in 1642. Two years later the Royalist garrison was besieged and outer areas such as Walmgate and some inner areas were damaged. The city fell to the Parliamentarians, but the Minster and churches were saved by personal intervention of Lord Fairfax, a Parliamentary general. By the 1660s, York was the third largest city after London and Norwich, having recovered from its collapse through improved trade. A decree in 1645 forbade the use of timber and thatch because of a growing shortage, so brick became the common building material.

3.1.5 Georgian York

York continued to be the centre of the county's administrative and cultural life. Classical brick houses sprung up on Micklegate and along suburbs beyond the city walls, notably Bootham. New civic buildings were designed by Lord Burlington, including the Assembly Rooms. Streets were widened and straightened improving efficiency as traffic increased, and Parliament Street market place was created by demolishing dozens of houses. A promenade along the Ouse was laid out by the city corporation in the 1730s, marking the beginning of civic landscaping for recreation and leisure. By 1822, there were still vast areas of undeveloped land within the walls, east of the Foss and west of the Ouse.

3.1.6 Victorian and Edwardian York

The railways arrived in the 1840s, ushering a new era of prosperity and physical expansion as the city rapidly developed into a key railway interchange. The population doubled from 40,000 in 1841 to 80,000 in 1911 and many people were housed in new suburbs which spread beyond the city walls, whilst overcrowding in the old centre persisted. Changes to the old city at this time included the remodelling of the west side to create the station and hotel, and new streets, bridges and public gardens. Many ancient buildings were lost, spurring a growing interest in heritage and conservation. The Quaker families at this time exerted a powerful influence, and developed the confectionery industries in York, as well as the Garden Village at New Earswick.

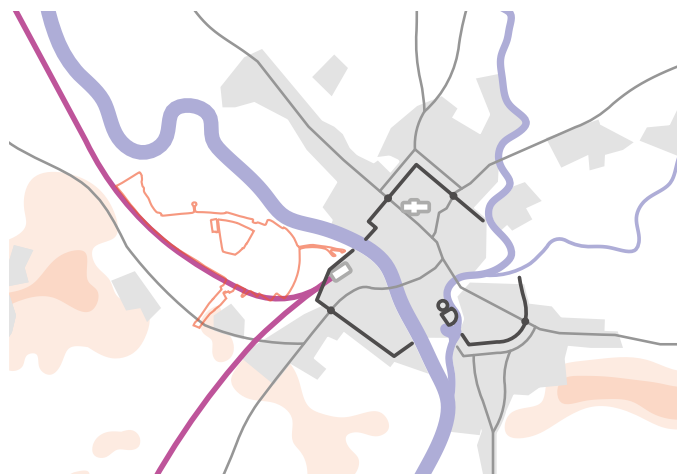


Fig.12 York in 1841



Fig.13 York in 1845



Fig.14 York in 1877

3.1.7 20th Century York

Slum clearance programmes and new social housing developed during this period, such as in Walmgate and the creation of new suburbs. The bombing raid in 1942 led to the development of the ambitious 1948 Plan for the City of York, with plans to rebuild the station and create a new river crossing to Bootham. By the 1960s, little had changed, and a large amount of workshop and industrial space still occupied the upper floors and back yards within the walled city. The Esher report and designation of the historic core conservation area symbolised changing attitudes towards heritage. Large-scale new development included Toft Green and Piccadilly. As traditional industries declined, the city was reborn as a tourist, shopping and educational centre.

3.1.8 21st Century York

York today is economically and culturally vibrant and its rich and diverse historic buildings and spaces are generally in good condition. The city continues to face challenges of traffic congestion, the pressure to retrofit buildings in order to make them more efficient, vacant floors above shops and the changing pattern of uses as manufacturing continues to decrease. The character of the centre is influenced greatly by developments outside of the city walls, including the completion of the outer ring road, expansion of the universities and the Park and Ride system. Large scale redevelopment projects, such as at York Central, provide a considerable opportunity to preserve and enhance the historic core and wider suburban character of York.



Fig.15 York c.1900

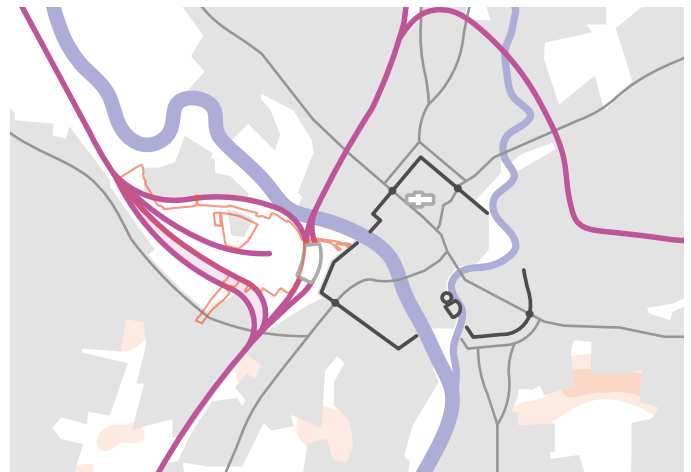


Fig.16 York Today



Fig.17 View taken in 2017 towards the Minster from the city walls, with the North Eastern Railway War Memorial and former North Eastern Railway Headquarters in the mid-ground

3.2 KEY HISTORICAL THEMES

The City of York Heritage Topic Paper (2013) provides an overview of the historical themes that express the special character of York seen today. These threads, guided by such factors as geology, climate, topography, landscape, resources and materials, have shaped the townscape characteristics outlined above. Below provides a summary of each theme identified in the Topic Paper.

The City of York Heritage Topic Paper (2013) provides an overview of the historical themes that express the special character of York seen today. These threads have shaped the townscape characteristics (see section 4.3) and are driven by factors that have guided the way in which humans have interacted with their environment, such as geology, climate, topography, landscape, resources and materials. Below provides a summary of each theme identified in the Topic Paper.

3.2.1 Economy

The late-prehistoric landscape was dominated by agricultural activity which continued to centre on the Ings land and open fields after Roman occupation. The Romans introduced an organised, semi-industrial economy that saw the expansion of international, regional and local trade, driven by developed road systems and river networks. Locally, pottery and tile manufacturing were important. The traditional craft skills which are an asset to the city today reflect increased trade and craft specialisation which emerged at this time.

Tanning, iron-working and gas production industries developed towards the end of the 18th century and the beginning of the 19th century. These were strongly associated with the arrival of the railways in 1840, which greatly assisted development. Thriving industries in the late 19th century included chocolate and confectionery manufacturing, brewing and large-scale flax and flour milling. The 20th century witnessed a shift from manufacturing to the service and retail based economy. Today, tourism is a significant economic sector. York receives an average of 7 million visitors to the city every year, which is an important driver for the conservation and interpretation of the historic environment.

3.2.2 Administration

York has always played a pivotal administrative role at a national, regional and local level. During Roman occupation, it acquired the highest status as a colonia and was a centre of civil administration. In the Anglian period, York was a Royal centre with a reputation for education, and later became the centre of a Viking kingdom for about 100 years.

Later, York grew to be a regional and national centre for administration, functioning as a mint, market centre, a centre for tax collection and legal administration, and in the 16th century became the capital of northern England.

This prestigious title coincided with the development of more advanced local administrative tasks, for example regulating trade and providing public services. The establishment of private charities, institutions and schools in the 17th century provided care and education for people in the city. York became an industrial town in the 20th century, but later diversified to white-collar employment in insurance, tourism and education. The founding of the University of York in 1963 alongside other established colleges and schools has made York a major centre for higher education.

3.2.3 Ecclesiastical

Archaeological finds give some indication of the spiritual beliefs expressed by ancient societies in York. Features include cemeteries dating from the 1st to the 5th centuries which encircle the city, temples, altar stones and dedication inscriptions. Medieval York was largely influenced by Christian belief, producing a range of structures, artefacts, traditions and events that are of great significance and shape the character of York today.

3.2.4 Military And Defence

Earliest military evidence dates to Roman defensive features from around 71AD which are preserved under medieval defences between Museum Street, the Mulangular Tower, Robin Hood's Tower and the Merchant Taylor's Hall, some of which are visible in the present townscape. Extensions to the defences were made during the 9th and 10th centuries, and the medieval defences of the historic city seen today emerged from the 11th century onwards. York Castle, its associated dam and the Old Baille were built by William the Conqueror in 1067, and by the 12th century the main gateways into the historic core had been constructed in stone. The stone walls were completed in the 13th and 14th centuries and controlled access into the city, allowing for the collection of taxes and regulation of trade. They were symbolic of the importance and role of the city.

York's administrative and strategic importance meant it was the focus of large battles, including Townton (1461) and Marston Moor (1644). Military quarters focused around Fulford Road from as early as 1720, and military airfields were established during WWI and WWII within the city. Searchlight stations, air-raid shelters, war memorials and the Cold War Bunker in Acomb serve as reminders of York's 20th century military past.

3.2.5 Communication

York lies at the point where two rivers cut through the York Moraine and merge, which provided convenient routes from the prehistoric period onwards, evidenced by archaeological remains that show long-distance communication existed between the Lake District and Vale of York. These long-distance connections would have been complemented by a network of local paths and trackways. Engineered roads and bridges advanced communication in the Roman period, linking Eboracum with the wider Roman Empire and facilitating the transportation of raw materials and objects. The rivers and roads remained crucial links during the Medieval period, and the alignment of the main arterial roads today follow the line of the Roman roads.

The introduction of turnpikes in the 18th century facilitated an increase in coach traffic, connecting London with York. The Foss and Ouse had very much a commercial function during the 19th century, although this coexisted with regular passenger services on the river. Most notably, York has been an important railway centre from the 1840s, not only of railway routes but of railway administration as the location of the North Eastern Railway Headquarters.

3.2.6 Residential

The earliest evidence of housing are archaeological remains representing Iron Age roundhouses, built of timber with thatched roofs. Stone buildings appear in the Roman period, and typical domestic architectural features included mosaic floors, painted wall plaster, roof tiles and masonry. Lady Row was built in 1316 and is the earliest complete surviving domestic building in York today. Typical medieval



Fig.18 Rowntree Factory, 1930, City of York Council



Fig.19 Fishergate School, 1950s, City of York Council



Fig.20 View of Minster, 1853, City of York Council



Fig.21 City walls in 1900s, City of York Council

features include timber frames, wooden shingles or tiles and thatched roofs. Interestingly there are no medieval domestic buildings in the rural villages. The introduction of brick in the 18th century transformed the character of York. Examples include Mansion House and Castlegate House.

Terraced housing in Bishophill, along Lawrence Street and Heslington Road are examples of 19th century working class housing. In 1901, Joseph Rowntree built a garden village in Huntingdon in response to bad housing conditions, and a major slum clearance programme in the 1930s led to residents rehoused in council homes outside of the town centre. As York grew during the 20th century, outlying villages were subsumed into the city, and after WWII there was further expansion of public and private housing estates around the urban fringe and villages. More recently, residential properties have been built in the Aldwark area.

3.2.7 Leisure And Performance

Performance was an important feature of the Roman town and it is likely there was an amphitheatre and theatre in Eburacum. In the Medieval period, public performances took the form of Mystery Plays, and are first recorded in York in 1376. These annual performances were delivered out of wagons which would move through the streets and stop at stations along the route. Other medieval pastimes included archery, cock-fighting, cards and backgammon. Horse racing became popular in the 16th century.

The Theatre Royal was built in 1765 on its current site, later rivalled by the York New Grand Opera House which opened in 1902. In 1825, a concert hall was constructed at the rear of the Assembly Rooms. The rooms were used for concerts, balls, meetings and film viewings. The first cinema opened in 1911.

York also has long associations with cricket, football and rugby, and amateur clubs were often associated with large employers, for example Rowntrees, who provided sports facilities along Haxby Road. York City Football Club was founded in 1922. Water sports such as rowing was a feature of the River Ouse in the 19th century and swimming baths were provided from the 1870s. Bowling and cycling clubs began to increase in number during the 1890s.

3.2.8 Landscape and setting

The historic landscape and setting of York certainly shapes the character of its built environment today. York Minster sits on a subtle ridge formed by the York moraine and the surrounding low-lying relatively flat landscape allows far-reaching views of the cathedral and associated landscape and forms a strong identity for York. The flooding of the Ouse and Derwent have also shaped the landscape character, resulting in a nationally significant collection of species-rich wet grassland that support a rich wildlife habitat, and which can be experienced from riverside footpaths.

Strensall common is the most extensive, northerly lowland heath site in Britain, and Askham Bog is the most significant example of valley fen in northern England. The high concentration of airfields within York provide large expanses of openness within a hedged landscape, and orchards were common in and around York during the early 20th century. Drove roads, Roman roads and tow paths are now often public rights of way used for recreational purposes, forming direct access to the countryside. In addition, York has a number of registered historic parks and gardens, village greens and museum gardens that contribute to York's special historic landscape character.



Fig.22 River Ouse in early 1900s City of York Council



Fig.23 Electric Theatre, early 1900s City of York Council



Fig.24 Aerial view of Minster, 1920s City of York Council



Fig.25 Terraced housing on Rougier St, 1950, City of York Archive

3.3 HISTORICAL DEVELOPMENT OF YORK CENTRAL

York Central has not been developed in the same way as other suburban areas which have been infilled and occupied as York has expanded beyond its city walls. This section briefly explains the reasons for this, outlining how the York Central site has been characterised by a certain “otherness” - as a Roman Cemetery, a pasture for the exclusive use of the church, and then as an enclave of the railway industry.

3.3.1 Before the arrival of the railways

Prior to the birth of the railways the York Central area was largely agricultural. Holgate Beck ran through the site from Hob Moor in the south to the River Ouse. Thief Lane, now Leeman Road, marked the landscape connecting the centre of York with the surrounding countryside.

This large tract of land outside of the city walls remained relatively empty through its history. In Roman times, the land outside the *colonia* was used as a cemetery. For centuries, throughout the middle ages up until the late 18th century, the site was used as an exclusive pasture by the church. Occupied at different times by both sides during the civil war, the site was returned to agricultural use after the war ended, and remained sparsely populated.

3.3.2 After the arrival of the railways

The first train ran from York to London in 1840. George Hudson, the ‘Railway King’, greatly influenced the development of the railways in York. The old station was built inside the City Walls in 1840, and in 1854 York saw the creation of the North Eastern Railway. A new station opened in 1877, which became the largest station in Europe. By 1888, 294 trains arrived daily into York station. The 1851 Ordnance Survey map, shown opposite, shows the area was known as Bishops Fields, and a cricket ground and orchards were sited along Thief Lane. It was during the mid 1800s that the railway and its associated infrastructure began to cut through the previously agricultural landscape.

By 1911, the population of York doubled from 40,000 in 1841 to 80,000. York became a major railway interchange and the home of two influential railway companies. The North Eastern Railway took over the premises of the Phoenix and Albion Iron Foundries in 1904, adapted for use as way and signalling workshops. Terraced housing, including Carlyle Street, was built to house railway workers. At this time, there were over 5,500 railway employees working on York’s great railways. Many of the old buildings in the city centre were demolished around this period but this coincided with the rise of social movements to help restore historic structures in the city.

Common land surrounded the walls (Bootham Stray, Micklegate Stray, Monk Stray and Walmgate Stray), used for grazing livestock. They remain embedded in York today, forming wedges of recreational green space in the suburbs.

In 1928, the LNER’s Railway Museum opened, replacing the locomotive works at Queen Street. The passenger station was enlarged and workshops were modernised. The site of St. Peter’s Quarter was used as allotments as part of the WWII war effort. These had been laid over area of fields including a former football ground which appears to have been provided to replace a former cricket ground on land further to the west of the site, which by 1892 had been built on by the Engine Shed.

The 1942 bombing raid spurred the creation of the 1948 Plan for the City of York. The report had ambitious plans for the railway station, proposing its redevelopment with a new forecourt and river crossing to Bootham. However, the plans fell through and the mid to late 1900s saw major changes to the organisational structure of the railways with the nationalisation of the system from 1948 to 1994. Workshops and train support (e.g. engine and carriage stabling) facilities were scaled-down. By 1960, the allotments had been abandoned and St. Peter’s Quarter was later built in the early 2000s in the style of an 18th century townhouse crescent. The National Railway Museum opened in 1975 at its current site, and was later extended to include the former railway goods depot, now known as Station Hall.

3.3.3 Today

Today, a number of buildings remain that had former railway and industrial uses and act as reminders of York’s history as a railway manufacturing hub and centre of railway administration. The following section provides an overview of the designated assets currently within or around the site, the recommendations made from previous work, the significance of former buildings and the level of historic significance of the buildings that remain on the York Central site.

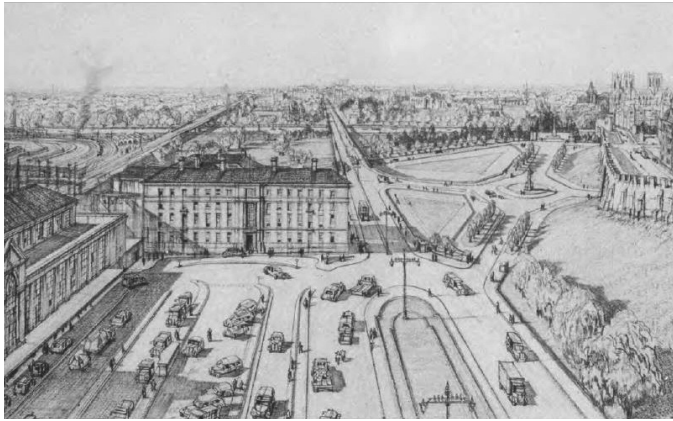


Fig.26 1948 Plan for the City of York, showing the ambitious plans for the Station Area, including a highway linking Holgate Rd with Bootham



Fig.27 Ainsty map of York, showing the York Central site in the mid 1700s

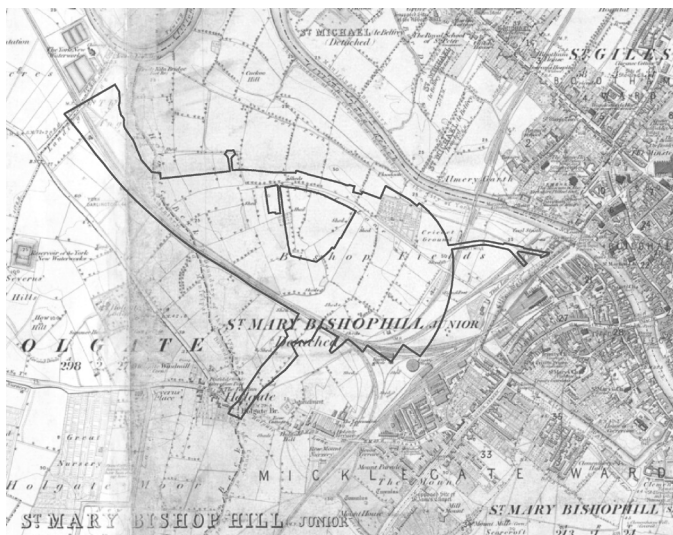


Fig.28 1851 Ordnance Survey

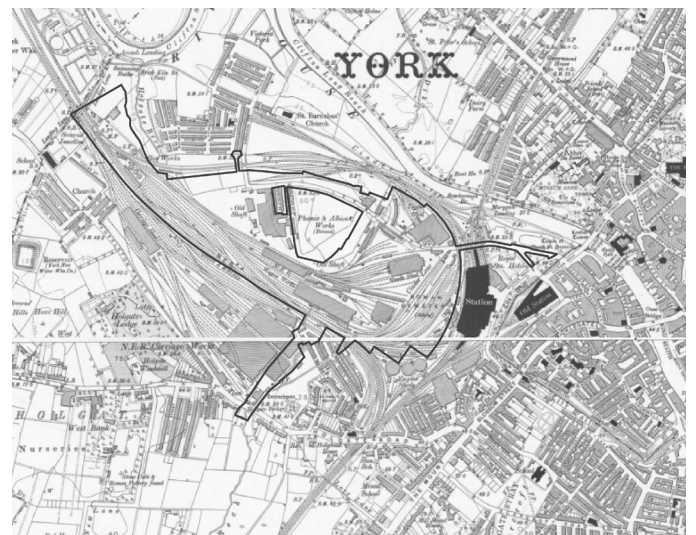


Fig.29 1910 Ordnance Survey

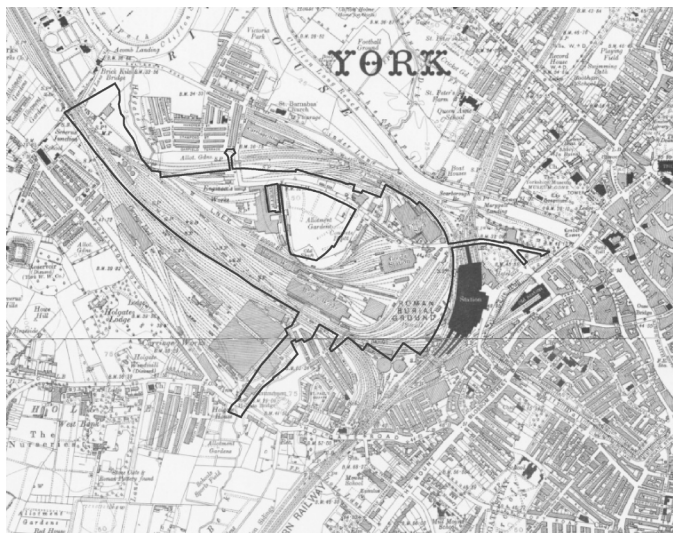


Fig.30 1929 Ordnance Survey showing the York Central site

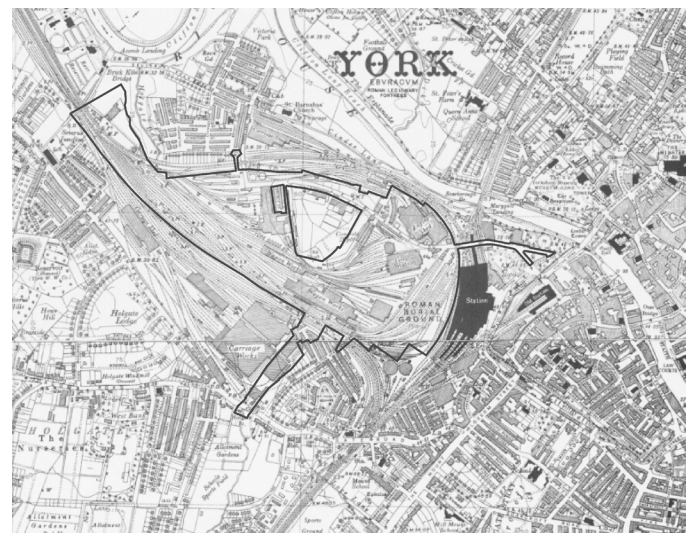


Fig.31 1950 Ordnance Survey showing the York Central site

3.4 CITY LANDMARKS

The historic city of York contains a great wealth of significant buildings and landmarks. This section briefly describes specific major and local city landmarks in relation to York Central. York Central lies in the setting of these landmarks; some of them are visible from the site, others are associated with it through a shared industrial history.

The city of York contains a great wealth of landmarks, clusters of highly significant buildings, monuments, churches within their urban spaces. York Central lies in the setting of several of these city landmarks ranging from local neighbourhood points of interest to landmarks of international cultural significance. This section briefly describes those landmarks which are visible from within York Central and which are significant in townscape views of the York Central development. Major landmarks are also noted which may not be visible from York Central but which are either closely associated with the history of the site, or have a setting which would be affected by development on the site.

Landmarks or monuments of high cultural significance include York Minster – York's "signature" building - the Eye of York complex and Clifford's tower, and the city walls. Substantial buildings outside the visual setting of York Central include Terry's and the Nestle Factories – places of work for many of York citizens and of communal cultural significance to many people in York. These landmarks are included in this section as they are associated with the development of the railways and therefore of the York Central site.

Other local landmarks - smaller churches, pubs, schools, working men's clubs, which are embedded in York's urban fabric and/or which lie beyond the visual setting of York Central - are not individually highlighted in this section.

This section is a brief summary of key local landmarks. Impacts on setting of heritage assets and of townscape views are discussed in detail in the Heritage Statement, part of the Environmental Impact Assessment.

1. York Minster

York Minster, a Grade I listed monument of immensely high cultural significance, can be seen from York Central.

The Minster is the cathedral of York, and the seat of the Archbishop of York, the second-highest office of the Church of England. Set on a subtle ridge formed by the York moraine surrounded by flat former wetlands, the building rises above the surrounding

city. It is seen from a myriad of places within the city itself, from high ground around the city and from far further afield. The present building was begun in 13th century and completed by the end of the 15th century. Built of magnesium limestone, York Minster is the second largest Gothic cathedral of Northern Europe. It continues to play a role in the religious and social life of the city today.

The Minster presides over the city and dominates the city's skyline. The Minster's west front and central tower are visible from a number of places within York Central, including locations on Leeman Road.

2. City Walls

The city walls are a Scheduled Monument and Grade I Listed Building. Originally built to protect the Roman fort, the structure has been substantially altered and extended since Roman times. The majority of the remaining walls which encircle the whole of the medieval city date from the 12th – 14th century. The walls are punctuated by four main gatehouses, or 'bars', (Bootham Bar, Monk Bar, Walmgate Bar and Micklegate Bar). The openings nearest York Central are the railway and road arches through the wall, which are historic sites of national importance.

The walkway along the top of the walls reveals many of the city's monuments. The city walls can be seen from within York Central, emerging in views beyond the southern gable of York rail station. The south-west corner of the walls offer significant townscape views both into York Central itself and across it to the wider city and landscape beyond.

3. Eye of York and Clifford's Tower

A scheduled monument and Grade I Listed Building, Clifford's Tower is the largest and most visible survival of the medieval castle of York. Once the site of a timber keep built by William the Conqueror, it was burnt down during the massacre in 1190 of Jews at York Castle – an infamous event of lasting significance amongst today's Jewish community. Now a ruinous stone keep of the medieval Norman castle, Clifford's Tower cannot be seen from York Central, but the site of York Central is just visible from Clifford's Tower. The view from the tower is important in guiding heights and massing of the new development.